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EMERGENCY MANAGEMENT IN PUBLIC ADMINISTRATION EDUCATION

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MONOGRAPH SERIES

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This is another in a series of monographs on the subject of emergency management. The purpose of this series is to share new ideas and information in the field of emergency management. The content does not necessarily represent either the policy or the opinion of the Federal Emergency Management Agency.

ABSTRACT

This monograph is the third of a series intended to supplement existing training and research documents in certain aspects of emergency management. This monograph also provides information and practical assistance to administrators and faculty members wanting to incorporate emergency management into a formal university degree program of public administration.

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PREFACE

Many public officials have embarked on their careers with a significant lack of knowledge on how to deal with major natural and technological emergencies. As a result of a conference on Emergency Management in Public Administration Education, held at the National Emergency Training Center in Emmitsburg, Maryland, methods were examined as to how the subject of emergency management could become part of public administration education. The Office of Programs and Academics, which contains the Senior Executive Policy Center in the Federal Emergency Management Agency, developed a monograph to determine: 1) what curricula exist on the subject of emergency management and public administration; 2) what literature exists that could be used in supporting course work on emergency management in public administration; and 3) who are the current faculty members teaching and doing research in emergency management at colleges and universities.

Essentially, no courses specifically addressed emergency management in public administration and those that related to this were found in departments of sociology and urban affairs. This monograph presents a curriculum package of course outlines with supporting bibliographies for each course in five subject areas: 1) an overview course on emergency management in public administration; 2) public policy in emergency management; 3) intergovernmental relations and emergency management; 4) planning and emergency management, and 5) public management, finance and liability in emergency management. The course outlines are primarily designed for graduate level seminars leading to a masters degree in public administration. The monograph also concludes with a list of experienced faculty who have teaching and research experience in emergency management. Most faculty are in the fields of sociology, planning and policy studies and not public administration.

The bibliographies and course outlines are intended to support further course development and assignments in this subject area and serve as a base for further research. The listing of documents was limited to those most pertinent to emergency management and public administration. The underlying assumption in developing this type of curriculum package for public administration courses is that improved awareness, knowledge and training of future government administrators and community leaders will better enable them to respond to disasters and reduce the loss of life and property. The Senior Executive Policy Center continues to sponsor conferences and monographs that examine key policy issues such as liability and hazardous materials, to serve those persons wanting to do further research in the field of emergency management.

EMERGENCY MANAGEMENT IN PUBLIC ADMINISTRATION

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EMERGENCY MANAGEMENT IN PUBLIC ADMINISTRATION EDUCATION

Introduction:

In July 1983, a conference on Emergency Management in Public Administration Education was held at the National Emergency Training Center in Emmitsburg, Maryland. The National Association of Schools of Public Affairs and Administration (NASPAA) co-sponsored this conference with the Federal Emergency Management Agency (FEMA). The Office of Programs and Academics, which contains the Senior Executive Policy Center in FEMA, produced the conference report. (Conference Report, "Emergency Management in Public Administration Education Conference", June 3 - 24, 1983; available from FEMA.)

Many public officials have embarked on their careers with a significant lack of knowledge, training, and planning and management capability to deal with major emergencies and disasters. The July 1983 conference was an initial step in the process of determining how emergency management as a subject could become part of public administration education. Using the results of that conference, this monograph addresses three main areas of interest, namely:

1. What curricula exist on the subject of emergency management and public administration?
2. What literature exists that could be used in supporting course work on emergency management in public administration?
3. Who are the current faculty members teaching and doing research in emergency management at colleges and universities?

In the following chapters, general guidance as well as specific information will be provided to persons preparing to introduce emergency management in existing public administration education. What follows are: 1) five course outlines on emergency management in public administration; 2) a literature base; and 3) a list of faculty teaching or conducting research in this subject area.

Before proceeding to the specific course materials provided in the following chapters, it would be useful to review the Conference Report cited previously for a better understanding of the related course curricula currently being offered at some schools of public administration. For example, some universities offer courses in Environmental Risk Assessment or Natural Hazards and Planning. Most of these courses were in departments of sociology or geography with only a few in departments such as public administration, city and regional planning or political science. No course specifically addressed "emergency management" in public administration.

In developing the new course outlines for emergency management in the context of public administration, the major objectives were to (a) address how administrative systems in local, state and Federal levels of government respond to emergencies; (b) select literature on intergovernmental relations relating to disasters; and (c) provide curricula to educate public administrators on how to handle emergencies and avoid jurisdictional "turf wars" that hinder everyone's

ability to repond to disasters. The underlying assumption is that improved administrative response by governments during disasters will reduce the loss of life and property.

The course outlines presented below are designed for graduate level instruction; however, these courses can be modified to fit undergraduate level teaching. Further these outlines can be used separately or as part of a series. This curriculum package also serves as a point of departure for faculty wanting to further develop or refine this material to fit their respective university and mix of students.

The first course offered is an overview course of instruction entitled "Emergency Management in Public Administraton" (Section 2). This course covers the key features and issues in emergency management. It is designed to provide a person with the essential elements in emergency management as they pertain to the public administration field.

Separate from the overall course are four other courses: Public Policy in Emergency Management, (Section 3); Intergovernmental Relations and Emergency Management, (Section 4); Planning and Emergency Management, (Section 5); and Public Management, Finance and Liability in Emergency Management, (Section 6). Each course lists required texts and recommended readings. An instructor may want to make changes to best fit the students' backgrounds and the instructor's or university's objectives. Each course outline contains a statement of objectives, a proposed plan of instruction and course designed using an intensive seminar session of three or four hours' duration. For each course, participants will prepare a two-to-five page paper prior to each session and will distribute copies to their colleagues as well as the instructor. Also, one comprehensive research paper will be assigned in each course. The findings are to be presented and defended during the final session.

The following bibliographies are meant to provide guidance; they are not exhaustive listings of all relevant materials on a given topic. The materials selected are those germane and most readily available. The readings and texts suggested are of fairly recent publication to ensure that they are in print and can be obtained by writing the publisher. The listing of readings does not include highly technical or specialized reports which may not be pertinent to the general interests of the students or are difficult to obtain. Yet many technical analyses, specialized reports, and after-action reports do exist for many major disasters that have occurred; they may be of considerable value and should be considered, as appropriate. Literature in the emergency management field is especially hard to track down because it comes from a wide variety of sources, tends to be produced in very limited quantities, and few central depositories exist.

The bibliographies included in this monograph are intended to support the written assignments and provide a base for further research. The selection of documents to cite was limited to those most pertinent to emergency management and public administration. Many references contain case studies, such as Claire Rubin's work. Most of the case studies included can be found in the bibliography for the Planning and Fmergency Management course. Selected journals, monographs and other research reports should not be overlooked as sources of instructional material. See Appendix 1 at the end of this section, for detailed suggested sources. Additional sources of useful information are General Accounting Office

reports, reports from the National Science Foundation, numerous monographs and reports from the Disaster Research Center at Ohio University and a forthcoming (Fall of 1984) special issue on emergency management in the Public Administration Review.

The concept of Integrated Emergency Management System (IEMS) currently being promulgated by FEMA (in guidance documents issued by the State and Local Programs and Support office) should not be overlooked in the process of developing and teaching the courses outlined. IEMS stresses an integrated approach to management of emergencies across the full spectrum including natural disasters (such as tornadoes, hurricanes, floods, and earthquakes); technological disasters (such as explosions, release of hazardous materials, accidents involving radiological materials, and possible nuclear power plant accidents); resource shortages; and possible attack.

IEMS is in the early phase of a multi-year development process. Since FEMA is preparing numerous issuances on IEMS, and distributing each one as it becomes available, it is essential to keep up-to-date on IEMS at the time of course preparation. For future information, check with staff in the Office of State and Local Programs and Support (SLPS) in the FEMA Washington or Regional offices.

Finally, a list of faculty is offered (Section VII) to provide contacts with experienced teachers and researchers in the emergency management and public administration fields. The partial listing includes (1) faculty teaching in the field, and (2) those who have conducted relevant research in emergency management. There is some overlap in the two lists because many faculty both teach and conduct research.

A second conference on Emergency Management in Public Administration Education was held in September, 1983 to identify key policy issues that could be studied by the Senior Executive Policy Center in the Office of Programs and Academics at FEMA. That list may provide some guidance to instructors dealing with Public Policy and Emergency Management. The assembled group of practitioners and academics came up with the key policy issues listed below and it may serve as a point of departure for persons wanting to do research.

- LIABILITY ISSUE: the "cloud of uncertainty" regarding personal liability for actions taken by paid and volunteer emergency management personnel must be eliminated.
- INTERGOVERNMENTAL ISSUE: emergency management roles, responsibilities and authorities of participants representing local, state and Federal jurisdictions prior to, during and after emergencies must be clarified and specified.
- NEWS MEDIA ISSUE: to most effectively inform and educate the public about emergency preparedness and response, the news media must be encouraged, educated and assigned.
- MANAGEMENT ISSUE: the management effectiveness of those working in emergency management must be improved through the identification

and transfer of successful organization and management techniques which may be unique to the emergency environment.

- HAZARDOUS MATERIALS ISSUE: broad attention must be focused on the subject of hazardous materials as a problem in emergency management.
- NUCLEAR FACILITY ISSUE: the interests and concerns of those involved with fixed nuclear facilities are a unique and discrete aspect of emergency management. A special policy conference on the nuclear facility issue would provide needed opportunity for operators, regulators, state and local officials and others to exchange experience and opinions. Thereby the working relationships, the quality of preparedness planning, and local understanding of the nature of such facilities would be improved.
- PUBLIC SUPPORT ISSUE: alternative strategies and tactics must be developed to gain public support for emergency management. Only an aware and informed public will prepare itself for emergencies and support emergency preparedness activities of government.
- RESEARCH AND INFORMATION ISSUE: there is need to improve the interchange between researchers and practitioners concerning research and information about emergency management.
- FUNDING ISSUE: the present system for alleviating fiscal distress resulting from disaster in terms of adequacy, equity, rationality and ease of administration must be reviewed.
- USE OF VOLUNTEERS ISSUE: volunteers are an invaluable resource available to assist in all phases of emergency management. Methods to recruit, train, mobilize and reward volunteers are unknown in most jurisdictions and must be interfaced, evaluated and disseminated.

APPENDIX I

APPENDIX I

Suggested Sources:

1. DISASTERS, the International Journal of Disaster Studies and Practice, published quarterly by the International Disaster Institute, 85 Marylebone High Street, London W1M 3DE, U.K.
2. EMERGENCY MANAGEMENT REVIEW, National Coordinating Council on Emergency Management, 3126 Beltline Boulevard (#101), Columbia, S.C. 29204.
3. HAZARD MONTHLY, Research Alternatives, Box 34408, Bethesda, MD 20034.
4. INTERNATIONAL JOURNAL OF MASS EMERGENCIES AND DISASTERS, Disaster Study Groups, Uppsala University, P.O. Box 513, S-751 20 Uppsala, Sweden.
5. NATURAL HAZARDS OBSERVER (bi-monthly), Natural Hazards Research and Information Center, IBS#6, University of Colorado, Campus Box 482, Boulder, CO 80309.

EMERGENCY MANAGEMENT IN PUBLIC ADMINISTRATION

COURSE OUTLINE

Required Texts:

- (1) Natural Hazard Risk Assessment and Public Policy: Anticipating the Unexpected. William J. Petak and Arthur A. Atkisson, Springer-Verlag, New York 1982.
- (2) Managing Multiorganizational Emergency Responses. Thomas Drabek, Harriet Tamminga, Thomas Kilijanek and Christopher Adams, University of Colorado (IBS #6), Boulder, CO, 1981.
- (3) A Primer for Preparedness for Acute Chemical Emergencies. Kathleen J. Tierney, Disaster Research Center, Ohio State University, Columbus, OH, 1980.
- (4) National Hazards and Public Choice: The State and Local Politics of Hazard Mitigation. Peter Rossi, James D. Wright, Eleanor Weber-Burdin, Academic Press, New York, 1982.
- (5) Disaster Planning: Preservation of Life and Property. Harold D. Foster, Springer-Verlag, New York 1980.

Recommended Readings:

- (1) Conquering Disaster. Thomas Drabek and William Key, 1984.
- (2) Reconstruction Following Disaster. Eugene Hass, Robert Kates and Martyn Bowden, University of Colorado (IBS#6) Boulder, CO, 1977.
- (3) Interorganizational Coordination. David Rogers, Iowa State University, Ames, Iowa, 1982.
- (4) "When Disaster Strikes (It Isn't What You've Heard and Read About)," E.L. Quarantelli and Russell Dynes, Psychology Today 5:9 (February, 1972): 66-70.
- (5) General Accounting Office, "National Flood Insurance," (GAO/CED-82-105) (August, 1980).
- (6) General Accounting Office, "National Flood Insurance," (GAO/RCED-83-53) (January, 1983).
- (7) Federal Emergency Management Agency. Disaster Operations (CPG 1-6), 1981.
- (8) "Jackson Flood 1979: Public Policy Disaster," Rutherford H. Platt, American Planning Assoc. Journal, (Spring, 1982), pp. 219-231.

Emergency Management in Public Administration

Introduction:

This course is designed for graduate-level study leading towards a masters degree in public administration (MPA). Although designed for graduate-level study, this course can be modified (as appropriate) to complement undergraduate programs in public administration.

Intended as an "OVERVIEW COURSE" designed to address key features and issues in emergency management, the purpose of this course is to provide an understanding of the essential elements of emergency management as they relate to the field of public administration.

As a graduate-level course, an appropriately thorough examination of research relevant to managerial strategies in emergency management is expected. Also expected is a comprehensive review of the state-of-the-art in prevention, warning, evacuation, rescue and recovery systems.

The required and recommended readings focus on providing an understanding of:

1. Intergovernmental relations that typically occur during and after major disasters;
2. The existing need to avoid "turf wars" over who (agency or entity) is in charge during a disaster;
3. The development of public policy as it relates to land use planning, recovery, and issues of liability; and,
4. The importance of effective planning to aid communities in responding to and recovering from disasters.

The readings and materials are intended to provide assistance in determining how an integrated emergency management system can be used.

The underlying assumption throughout this course is that "improved administrative response by governments before, during and after disasters may reduce loss of lives and damage to property."

Objective(s):

A primary course objective is to provide an understanding of how governments plan for and respond to natural and man-made disasters.

Format:

This course can be used separately or as part of a series of classes with appropriate modification.

Eleven intensive seminars of two-to-four-hours' duration comprise this course.

A four-part bibliography is provided to assist seminar participants in the development of written assignments and to provide a basis for further research.

The bibliography is organized as follows:

1. Public Policy in Emergency Management;
2. Intergovernmental Relations and Emergency Management;
3. Planning and Emergency Management with Case Studies; and
4. Public Management, Finance and Liability Issues in Emergency Management.

These bibliographies address major policy issues and alternatives related to the specific topical areas referenced above and are intended to assist seminar participants in the development of written assignments. Also, the bibliographies serve as a basic point of departure for further research on emerging policy issues and specific policy decisions in Emergency Management. The on-going assessment of new literature is encouraged.

Prior to each session, seminar participants are required to prepare a two-to-five-page summary of selected readings using the appropriate bibliography. These papers are to be duplicated and disseminated to seminar participants and the instructor. Each participant is expected to present an overview of relevant findings and to defend salient points addressed.

In addition to the above requirements, each seminar member is required to develop a 15-20 page comprehensive research paper on either an emerging policy issue or a specific policy decision. The specific focus of the research paper will be determined by the instructor. The paper is to be analytical and not solely narrative or speculative. As a minimum, the final research paper should:

1. Contain a clear problem statement;
2. Identify key actors (e.g. proponents and opponents) and their positions;
3. Provide an outline of the alternatives and consequences of the policy issue/decision;
4. Contain an assessment of decisions made; and,
5. Critically assess the degree of success in implementing the policy issue or decision.

After initial lectures, the instructor serves primarily as a discussion leader and resource person. Depending on appropriateness and availability of resources, films, guest speakers, simulations, case studies and field trips may be used to complement instruction.

Evaluation:

Performance evaluation of seminar participants shall be based on the quality of (a) written assignments; (b) weekly presentations summarizing reviews of selected or assigned literature; and, (c) the comprehensive research paper and its defense during the final seminar session.

Evaluation criteria for assessing written assignments include: (a) the quality of research design; (b) writing; (c) organization; and (d) presentation/defense of research papers. A final factor used in assessing performance is the quality of each person's participation in seminar discussions.

Course Content:

Session 1. Anticipating the Unexpected as a Focus of Public Policy

Readings:	Petak and Atkisson:	Chapter 1:	Natural Hazards as Public Policy Problems. Characteristics/Approaches and an Integrative Model
	Drabek, et al.	Chapters 1 and 2:	Introduction and Frame of Reference. Origins and Insights (Past and Present Perspective)
	Drabek and Key:	Chapter 1:	Conquering Disaster (Historical Perspective)
	Rossi, Wright Weber-Burdin	Chapter 1:	Policy, Politics and Hazards

Assignment: Decision Making and Public Policy Applications

Using the "Public Policy in Emergency Management" bibliography as a point of departure, select an article on decision-making and policy applications.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 2. Public Policy and Natural Hazards: Characteristics and Mitigations

Readings: Petak and Atkisson: Chapter 2: Hazard Characteristics
Chapter 3: Public Policy Approaches to the Management of Natural Hazards

Drabek, et al. Case Studies
1 and 2: (pages 31 and 57 respectively)

Assignment: Natural Hazards Management: Public Policy Implications

Using both the "Public Policy in Emergency Management" bibliography and the "Intergovernmental Relations in Emergency Management" bibliography, select articles for review and analysis.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 3. Natural Hazard Risk Assessment and Mitigation Analysis

Readings: Petak and Atkisson: Chapter 4: Methodologies for Hazard Analysis, Risk Analysis, Cost Analysis and Social Impacts

Drabek, et al. Case Study: An Afternoon of Destruction pp. 93-114.

Handouts: The Role of the Federal Emergency Management Agency (FEMA)

Intergovernmental Issues

Assignment: Natural Hazards Mitigation Strategies

Using both the "Public Policy in Emergency Management" bibliography and the "Intergovernmental Relations in Emergency Management" bibliography as a point of departure, select additional references for review and analysis.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 4. Natural Hazard Exposure and Loss Analysis

Readings: Petak and Atkisson: Chapter 5: Hazard Loss Effects

**Federal Liability for
Natural Hazard Losses**

**Interstate Tax Transfers
produced by Federal Li-
ability for Natural Hazard
Losses.**

**Rossi, Wright,
Webber-Burdin:**

**Chapter 3: How Important Are Natural
Hazards Problems to State
and Community Elites?**

**Chapter 4: Elite Support Levels for
Federal Disaster Policy
Alternatives.**

**Chapter 5: Popular Assessments of
Hazards and Hazards Poli-
cies: The Case of Cali-
fornia's Nine Communities.**

Drabek, et al.

Case Study: Tornado. (pp. 115-136)

**Organizational Partici-
pants and Network Stabil-
ity.**

Drabek, et al.

**Case Study: Hurricane of the Decade,
(pp. 137-160). Focus:
Perceptions of Performance.**

**Assignment: Hazard Policy Liability Issues: Federal, State and Local
Perspective**

**Using the "Intergovernmental Relations in Emergency Manage-
ment" bibliography as a point of departure, select addi-
tional references which particularly emphasize decision-
making and communication or coordination for review and
analysis.**

**Write a brief paper and be prepared to discuss and defend
significant findings at the next scheduled seminar session.**

Session 5. Natural Hazard Mitigation Cost and Impacts

Readings: Petak and Atkisson: Chapter 6: Losses and Strategies for Mitigation/Cost Analysis and Economic Payoffs.

Foster: Chapter 5: Preventing Disaster

Chapter 6: Disaster Warning System

Assignment: Strategies for Managing Disaster Prevention and Reduction

Using the "Intergovernmental Relations and Emergency Management" bibliography, and the "Planning and Emergency Management" bibliography as a point of departure, select and analyze new articles for review and analysis.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 6. Catastrophic Hazard Occurrences, War, and Civil Defense

Readings: Petak and Atkisson: Chapter 7: Approach to Scenario Development and Actual Events: San Francisco Earthquake

Drabek, et al. Case Study: Eruption: Search and Rescue Response

Tracing the Emergent Multi-Organizational System and Resource Linkages Among Federal, State and Local Entities.

Drabek, et al. Part III: Organization and Issues (pp. 191 - 236)

Policy Issues: Perceptions of Success--Views from Two States

Assignment: Land Use Management in Hazardous Areas: Regulations and Risks

Using the "Planning and Emergency Management" bibliography as a point of departure, select and analyze additional

articles. Analyze articles and case studies that emphasize seismic hazards and planning land-use.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 7. Hazard Policy Planning and Administration

Readings: Petak and Atkisson: Chapter 8: Policy Makers, Stakeholders and Candidate Public Problems

Foster: Chapter 2: Risk and Comprehensive Planning

Chapter 7: Disaster Plans

Chapter 8: Recovery Process and Reconstruction

Assignment: Using the "Recommended Readings" and the "Public Policy in Emergency Management" bibliography as a point of departure, select additional references for review and analysis.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 8. Constraints on Managerial Decision-Making During Natural and Man-Made Disasters: Public Policy Implications

Readings: Petak and Atkisson: Chapter 9: Legal Issues, Economic and Administrative Constraints

Federal Constraints on State and Local Decision-Making.

Drabek, et al. Part IV Viewing the Forest: Response Similarities and Differences, Operational Problems, Legal Issues and Policy Implications for Emergency Managers.

Platt: "Jackson Flood, 1979: Public Policy Disaster" (pp. 219 - 231)

Assignment: Management of Multi-organizational Emergency Response Systems: Public Policy Perspective

Using the "Public Policy in Emergency Management" bibliography as a point of departure, select additional articles for review and analysis that emphasize various management response systems to crisis and disasters.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 9. Man-Made Disaster Management: Issue of Technology and Chemical Disasters

Readings: Tierney: All: A primer for Preparedness for Acute Chemical Emergencies.

Case Studies: Times Beach Disaster
Missouri
Role of FEMA/EPA Love Canal; and, Issue of the Hooker Chemical Corporation: The Obligation of the Corporate Sector

Assignment: Technological Hazards: Public Policy Indications

Using the "Public Policy in Emergency Management" bibliography as a point of departure, select references for review and analysis that emphasize man-made hazards (e.g. chemical, nuclear, toxic substances).

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 10.

Assignment:

Activity:

Discussion of man-made hazards and implications for public policy.

Discussion of research papers for presentation and defense
at the final seminar session.

Session 11.

Activity:

Presentation and defense of research papers.

PUBLIC POLICY IN EMERGENCY MANAGEMENT

COURSE OUTLINE

Required Texts:

- (1) Natural Hazard Risk Assessment and Public Policy: Anticipating the Unexpected. William J. Petak and Arthur A. Atkisson, Springer-Verlag, New York, 1982.
- (2) Bureaucracy and Policy Implementation. Randall B. Ripley and G. A. Franklin, 1982.
- (3) Natural Hazards and Public Choice: The State and Local Politics of Hazard Mitigation. Peter H. Rossi, James D. Wright, Eleanor Weber-Burdin, Academic Press, New York, 1982.
- (4) General Accounting Office, "National Flood Insurance: Marginal Impact on Flood Plain Development--Administrative Improvements Needed." Washington, D.C., 1982.
- (5) General Accounting Office, "Federal Disaster Assistance: What Should the Policy Be?" Washington, D.C., 1980.
- (6) Earthquake Mitigation Policy: The Experience of Two States. Thomas E. Drabek, Alvin H. Mushkatel, and Thomas S. Kilijanek, University of Colorado (IBS#6), Boulder, CO, 1983.

Recommended Readings:

- (1) "Jackson Flood 1979: Public Policy Disaster," Rutherford H. Platt, American Planning Association Journal (Spring 1982), pp. 219-231.
- (2) Integrated Emergency Management System (IEMS) documents; a series of issuances, beginning in September 1983. Available from State and Local Programs and Support at FEMA, Central or Regional Offices.
- (3) ICMA and FEMA "Organizing for Comprehensive Emergency Management." International City Managers Association, Washington, D.C.: 1980.
- (4) "Emergency Decision Making," Irving L. Janis and Leon Mann, Journal of Human Stress 3:2, 1977, pp. 35-48.

PUBLIC POLICY IN EMERGENCY MANAGEMENT

Introduction:

This course is designed for graduate-level study leading towards a masters degree in public administration (MPA). Although designed for graduate-level study, this course can be modified (as appropriate) to complement undergraduate programs in public administration.

Intended as a course designed to analyze key existing and emerging public policy issues and policy decisions in emergency management, the purpose of this course is to provide an understanding of how governments plan for and respond to natural and technological disasters.

As a graduate-level course, an appropriately thorough examination of research relevant to managerial strategies in emergency management is expected. Also expected is a comprehensive review of the state-of-the-art in prevention, warning, evacuation, rescue and recovery systems.

The required and recommended readings focus on providing an understanding of:

1. The stages of the policy-making process;
2. The institutions involved; and,
3. Case studies.

The underlying assumption throughout this course is that "public management that is highly responsive to emergencies can save lives and minimize damage to property."

Objectives:

A general objective is to provide an understanding of how governments plan for and respond to natural and technological disasters.

Specific course objectives are to:

1. Sharpen analytical and systematical thinking about problems likely to occur during emergencies;
2. Provide an understanding of the impact of institutional and political context(s) of policy-making;
3. Provide an understanding of "turf wars" and how to avoid them; and
4. Explore different approaches to policy analysis.

Format:

This course can be used separately or as a part of a series of classes with appropriate modification.

Eleven intensive seminar sessions of two-to-four-hours' duration comprise this course.

A comprehensive bibliography citing relevant literature which addresses major policy issues in emergency management is provided to assist seminar participants in the development of written assignments. Also, the bibliography provides a basic point of departure for further research on emergency management policy issues or specific policy decisions. The on-going identification and assessment of new literature is encouraged.

Prior to each seminar session, participants are required to complete all assigned readings. Additionally, participants are required to prepare a two-to-five-page summary of the assigned readings which either the individual or the instructor selects from the relevant bibliography. These papers are to be duplicated and disseminated to both seminar participants and the instructor. Each participant is expected to present an overview of relevant findings and be prepared to defend salient points addressed.

In addition to the above requirement(s), each seminar member is required to develop a 15-20 page comprehensive research paper on either an emerging policy issue or a specific policy decision. The specific focus of the research paper will be determined by the instructor. The paper is to be analytical and not solely narrative or speculative. As a minimum, the final research paper should:

1. Contain a clear problem statement;
2. Identify key actors (e.g. proponents and opponents) and their positions;
3. Provide an outline of the alternatives and consequences of the policy issue/decision;
4. Contain an assessment of decisions made; and,
5. Critically assess the degree of success in implementing the policy issue or decision.

After initial lectures, the instructor serves primarily as a discussion leader and resource person. Depending on appropriateness and availability of resources, films, guest speakers, simulations, case studies and field trips may be used to complement instruction.

Evaluation:

Performance evaluation of seminar participants shall be based on the quality of: (a) written assignments; (b) weekly presentations summarizing reviews of selected or assigned literature; and, (c) the comprehensive research paper and its defense during the final seminar session.

Evaluation criteria for assessing written assignments include: (a) the quality of research design; (b) writing; (c) organization; and (d) presentation/defense of research papers.

A final factor used in assessing performance is the quality of each person's participation in seminar discussions.

Course Content

Session 1. Introduction and Institutional Setting of Policy-Making

Film: "Countdown to Disaster" (Introduction)

Readings: Ripley and Franklin: Chapters 1 and 3: Program Implementation, Policy Types and Federalism

Petak and Atkisson: Chapter 1: Anticipating the Unexpected as a Focus on Public Policy

General Accounting Office (GAO) Report National Flood Insurance and Public Policy

Assignment: Identification of major policy issues in emergency management.

Using the "Public Policy in Emergency Management" bibliography as a point of departure, identify, select and analyze a key policy issue in emergency management.

Suggested issues for analysis include, but are not limited to: (a) liability; (b) news media; (c) intergovernmental relations; (d) hazardous materials; (e) nuclear facilities; (f) public support and management; (g) funding; and, (h) the use of volunteers.

In analyzing the issue of your choice, include, as a minimum, a discussion of:

1. The history of the issue;

2. Who is affected by the issues today?
3. What public policy is relevant and what policy alternatives have been taken?
4. What tradeoffs are reflected in the existing policy or policies related to the issue?
5. What assumptions are made about the premises e.g. "the proper role of government?"

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 2. Public Policy and Natural Hazards: Characteristics and Mitigations

Readings:	Petak and Atkisson:	Chapter 2:	Hazard Characteristics
		Chapter 3:	Public Policy Approaches
	Drabek, et al.	Chapter 1:	Point of Departure Issues of Earthquake Mitigation Alternatives Lessons in Policy
		Chapter 2:	Approach/Use of Case Studies
	Rossi, et al.	Chapter 1:	Policy, Politics and Hazards

Assignment: Identification of Major Public Policy Issues in Natural Hazards Mitigation.

Using the first five pages of the "Public Policy in Emergency Management" bibliography as a point of departure, identify, select and analyze a key natural hazards mitigation public policy issue.

Suggested issues for analysis include, but are not limited to, the following: (a) floods; (b) hurricanes; (c) nuclear facilities; (d) earthquakes; (e) hazardous materials; (f) news media; (g) intergovernmental relations; and, (h) the politics of hazard mitigation.

In analyzing the issue of your choice, include, as a minimum, a discussion of:

1. The history of the issue;
2. Who is affected by the issue today?
3. What public policy is relevant and what policy alternatives have been taken?
4. What tradeoffs are reflected in the existing policy or policies related to the issue?
5. What assumptions are made about the premises e.g. "the proper role of government?"

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 3. Natural Hazard Risk Assessment: Technological Hazard and Mitigation Analysis:

Film: "The Killing Ground: Issue of Major Chemical Contamination and Policy Alternatives for Government Entities"

Readings: Petak and Atkisson: Chapter 4: Methodologies for Hazard Analysis (Risk, Cost Analysis and Social Impacts)

Drabek, et al. Chapter 3: Alternative Interpretive Frameworks (Multi-organizational Networks)

Rossi, et al. Chapter 5: Assessment of Hazards Policies: The Case of Nine California Communities

Assignment: Natural/Technological Hazard Risk Assessment and Public Policy

Using the first eight pages of the "Public Policy in Emergency Management" bibliography as a point of departure, identify, select and analyze a key natural or technological hazard mitigation public policy issue.

New articles addressing such issues may be found in: (1) "The Natural Hazards Observer," a bimonthly publication obtainable from the Natural Hazards Research and Applications Information Center, University of Colorado, Boulder, Colorado; and, (2) New monographs published by the Disaster Research Center of Ohio State University.

Other journals and new publications announced by the instructor may also be used as resources.

Suggested issues for analysis include, but are not limited to, the following: (a) the economics of natural disasters; (b) natural hazard risk and public policy; (c) risk assessment in the policy-making process; (d) technological hazards; (e) integrated hazard management policies and alternatives; (f) natural hazard risk assessment for insurance, emergency preparedness and hazard mitigation activities, and seismic hazard awareness; (g) seismic hazard awareness and public policy; and, (h) economic analysis of natural and technological hazards.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 4. Hazard Exposure, Loss and Mitigation Costs and Chemical/Technological Hazards

Film: "Love Canal Case: Role of FEMA"

Readings: Petak and Atkisson: Chapter 5: Hazard Loss/Effects/Federal Liability for Natural Hazard Losses

Chapter 6: Losses and Strategies for Mitigation

Assignment: Chemical/Technological Hazard Risk Assessment and Public Policy

Review "A Primer for Preparedness for Acute Chemical Emergencies" by Kathleen Tierney (1980).

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 5. Policy Planning, Constraints in Management Policy Making

Readings: Petak and Atkisson: Chapter 7: Approaches to Actual
Events: San Francisco
Earthquake

Chapter 8: Policy Makers

Chapter 9: Legal Issues in Policy

Assignment: Public Policy Planning and Policy Formulation

Select an article on intergovernmental relations as it relates to policy development. Articles may be selected from from either either (a) a bibliography not previously used in the seminar; (b) new journals on disaster management; or, (c) new journals on land use and administration.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 6. Policy Implementation

Readings: Ripley and Franklin: Chapter 4: Implementation of Programs

Chapter 5: Competitive Regulatory
Policy

Chapter 6: Protective Regulatory
Policy

Assignment: The Case Study Approach to the Analysis of Emergency Management Policy Issues.

Using the "Public Policy in Emergency Management" bibliography (or other literature) as a point of departure, select and analyze an article that uses the case study approach to examine a key public policy issue.

Write a short case study review. The review should be divided into three sections:

- o Problem Statement: In your opinion, what is/are the policy problem(s)?

- o Participants: Who are the key actors on each side of the question?
- o Options: From the perspective of each key actor, what are the achievable (e.g. realistic) policy options and their likelihood of success?

Be prepared to discuss and defend significant findings at the next seminar session.

Session 7. Comparing Earthquake Mitigation Policy: The Experience of Two States

Readings: Drabek, et al.

Chapter 4: Missouri

Chapter 5: Resistance from Below:
St. Louis and HUD--Policy
Types and Implementation
Strategies

Chapter 6: Washington

Chapter 7: Closer Look and Policy
Matters of Schools/Nuclear
Power

Assignment: Public Policy Implementation Strategies: Lessons Learned

Drawing from previous readings on public policy applications, select a policy issue that is unique to either a community or a State with which you are familiar.

Write a brief report that assesses either the application or the implementation of the emergency plan used by the community or State selected.

Instructor assistance will be provided to participants in need of direction relative to how to retrieve copies of the public policy or emergency plan for the State/community of your choice.

The report is to be divided into three sections:

- o Problem Statement: In your opinion, what is/are the policy problem(s)?

- o Participants: Who are the key actors on each side of the question?
- o Options: From the perspective of each key actor, what are the achievable (e.g. realistic) policy options and the likelihood of success?

Session 8. Comparison of Two States with Policy Constraints

Readings: Drabek, et al.	Chapter 10: Progress and Restraint
Rossi, et al.	Chapter 3: How Important Are Natural Hazards Problems to State and Community Elites
	Chapter 4: Elite Support Levels for Federal Disaster Policy Alternatives
	Chapter 6: Elite Appraisals of the NFIP

Assignment:

Drawing from previous readings on public policy applications, issues, and alternatives, select two states adversely affected by natural or technological hazards public policy or policy decision.

Write a brief comparative assessment that addresses inherent constraints impacting the successful implementation of the public policy or the public policy decision.

The report is to be divided into three sections:

- ° Problem Statement: In your opinion, what is/are the policy problem(s)?
- ° Participants: Who are the key actors on each side of the question?
- ° Options: From the perspective of each key actor, what are the achievable (e.g. realistic) policy options and the likelihood of success?

Be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 9. Politics of Policy Implementation and Insurance Compensation

Readings: Ripely & Franklin:	Chapter 7: Implementation of Redistribution Programs
	Chapter 8: Politics of Implementation
Petak and Atkisson:	Chapter 10: Policy Alternatives
General Accounting Office:	"Federal Disaster Assistance: What Should the Policy Be?"
General Accounting Office:	National Flood Insurance Program, (GAO/RCED-83-53) January, 1983.

Assignment:

Using the "Public Policy in Emergency Management" bibliography (or other literature) as a point of departure, select and analyze an article that addresses political issues surrounding the implementation of the National Flood Insurance Program. Include in your assessment an analysis of risks associated with insurance compensation.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 10.

Activity: Discussion of inherent problems associated with the implementation of the Federal Disaster Assistance Act

Discussion of research papers for presentation and defense at the final seminar session.

Session 11.

Activity:

Presentation and defense of final research paper

PUBLIC POLICY BIBLIOGRAPHY IN EMERGENCY MANAGEMENT

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INTERGOVERNMENTAL RELATIONS AND EMERGENCY MANAGEMENT

COURSE OUTLINE

Required Texts:

- (1) Natural Hazards and Public Choice: The State and Local Politics of Hazard Mitigation. Academic Press, New York, Peter Rossi, James Wright and Eleanor Weber-Burdin, 1982.
- (2) Natural Hazard Risk Assessment and Public Policy: Anticipating the Unexpected. William Petak and Arthur Atkisson, Springer-Verlag. New York, 1982.
- (3) General Accounting Office: "Areas Around Nuclear Facilities Should be Better Prepared for Radiological Emergencies, 1979.
- (4) Integrated Emergency Management System (IEMS) documents; a series of issuances, beginning in Sept. 1983. Available from State and Local Program and Support at FEMA Central and Regional Offices.
- (5) Case Studies of Communities Recovering from Natural Disasters. Claire B. Rubin, Wash., D.C.: The George Washington University, 1983.
- (6) General Accounting Office "Improved Administration of Federal Public Disaster Assistance Can Reduce Costs and Increase Effectiveness," 1982.
- (7) General Accounting Office "States Can Be Better Prepared to Respond to Disaster," 1980.
- (8) Managing the Toxic Waste Problem: Lessons from Love Canal. John A. Wortley and Richard Torkelson, 1981.
- (9) Intergovernmental Relations. Diel Wright.

Recommended Readings:

- (1) Managing Multiorganizational Emergency Responses. Thomas E. Drabek, et. al, 1981.
- (2) "Patterns of Interorganizational Relationships." Richard Hall, 1977.
- (3) "Intergovernmental Relationships." Stuart Schmidt and Thomas Kochan, 1977.
- (4) "The Organizational and Interorganizational Development of Disasters." Barry A. Turner, 1976.
- (5) General Accounting Office "Federal Involvement in the Mount St. Helens Disaster: Past Expenditures and Future Needs", 1982.
- (6) Conquering Disaster. Thomas Drabek and William Key, 1984.
- (7) Disaster Planning for Local Government. Roger E. Herman, Universe Books, New York, 1982.

INTERGOVERNMENTAL RELATIONS AND EMERGENCY MANAGEMENT

Introduction:

This course is designed for graduate-level study leading towards a masters degree in public administration (MPA). Although designed for graduate-level study, this course can be modified (as appropriate) to complement undergraduate programs in public administration.

Intended as a course designed to provide an understanding of the dynamics of intergovernmental relations in setting policies and priorities in emergency management, the purpose of this course is to provide a forum for researching and addressing emerging or existing public policy issues and policy decisions that typically occur during and after major natural and technological disasters.

As a graduate-level course, an appropriately thorough examination of research relevant to managerial strategies in emergency management is expected. Also expected is a comprehensive review of the state-of-the-art in prevention, warning, evacuation, rescue and recovery systems.

The required and recommended readings are intended to provide an understanding of:

1. Key elements in intergovernmental relations;
2. Intergovernmental relations public policy issues, problems, and alternatives;
3. Legal and socio-economic constraints on public hazards management;
4. Intergovernmental relations and integrated emergency management; and,
5. Case studies on intergovernmental relations.

The underlying assumptions throughout this course are: (a) "the ability of governmental agencies to work with each other to coordinate efforts in planning and responding to emergencies is an essential part of the emergency management effort;" and, (b) "cooperative efforts to avoid jurisdictional 'turf wars' between and within governmental levels will reduce the loss of lives and damage to property."

Objective(s):

A primary course objective is to provide an understanding of the dynamics of government relations in setting policies and priorities in emergency management.

Format:

This course can be used separately or as a part of a series of classes with appropriate modification.

Eight intensive seminar sessions of two-to-four-hours' duration comprise this course.

A comprehensive bibliography citing relevant literature which addresses major policy issues and decisions surrounding intergovernmental relations and emergency management is provided to assist seminar participants in the development of written assignments. Also, the bibliography provides a basic point of departure for further research on emerging intergovernmental relations policy issues or specific policy decisions. The on-going identification and assessment of new literature are encouraged.

Prior to each seminar session, participants are required to complete all assigned readings. Additionally, participants are required to prepare a two-to-five-page summary of the assigned readings which either the individual or the instructor selects from the relevant bibliography. These papers are to be duplicated and disseminated to both seminar participants and the instructor. Each participant is expected to present an overview of relevant findings and be prepared to defend salient points addressed.

In addition to the above requirements, each seminar member is required to develop a 15-20 page comprehensive research paper on either an emerging policy issue or a specific policy decision. The specific focus of the research paper will be determined by the instructor. The paper is to be analytical and not solely narrative or speculative. As a minimum, the final research paper should:

1. Contain a clear problem statement;
2. Identify key actors (e.g. proponents and opponents) and their positions;
3. Provide an outline of the alternatives and consequences of the policy issue/decision;
4. Contain an assessment of decisions made; and,
5. Critically assess the degree of success in implementing the policy issue or decision.

After initial lectures, the instructor serves primarily as a discussion leader and resource person. Depending on appropriateness and availability of resources, films, guest speakers, simulations, case studies and field trips may be used to complement instruction.

Evaluation:

Performance evaluation of seminar participants shall be based on the quality of (a) written assignments; (b) weekly presentations summarizing reviews of selected or assigned literature; and, (c) the comprehensive research paper and its defense during the final seminar session.

Evaluation criteria for assessing written assignments include (a) the quality of research design; (b) writing; (c) organization; and, (d) presentation/defense of research papers. A final factor used in assessing performance is the quality of each person's participation in seminar discussions.

Course Content:

Session 1. Introduction to Intergovernmental Relations

Readings: Wright: (All): Intergovernmental Relations

Assignment: Key Elements in Intergovernmental Relations

Using the "Recommended Readings" section as a point of departure, read Diel Wright's textbook titled Intergovernmental Relations. Major emphasis is to be given to specific references focusing on the identifications of the key elements in intergovernmental relations (e.g. participants, policy-making, and outcomes).

Develop a brief, analytical paper that includes as a minimum, an assessment of the key elements addressed above. The paper should have a clear statement of purpose, and a framework for analysis.

Be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 2. The Administration and Constraints of Policy Planning in Intergovernmental Relations

Films: Love Canal Case:
FEMA

Readings: Petak & Atkisson: Chapter 1: Public Policy Problems

Chapter 8: Plight of the Policy Maker, Establishing Priorities and the Federal Role

Chapter 9: Constraints on Public Hazards Management (Legal constraints, economic and administrative constraints)

Assignment: Emerging Management Roles, Responsibilities and Authorities at the Federal, State and local level(s)

Using the "Required Readings" section as a point of departure, read assigned chapters in Petak and Atkisson's textbook titled Natural Hazard Risk Assessment and Public Policy: Anticipating the Unexpected.

Identify and assess constraints on managers representing local, State and Federal jurisdictions. For purposes of this assignment, "managers" under consideration are: (1) local administrative officers; (2) State emergency directors; and, (3) federal emergency supervisors.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 3. Policy Options for Managers in Dealing with Intergovernmental Relations

Readings: Petak & Atkisson: Chapter 10: Public Policy Alternatives (Federal, State and local governments. Options for private sector entities.)

Rossi, Wright,
Weber-Burdin: Chapter 1: Policy, Politics and Hazards

Chapter 2: Study Design

Chapter 3: Importance of Hazards Problems

Chapter 4: Elite Support Levels for Disaster Policy Alternatives

Assignment: Public Policy Options and Alternatives in Intergovernmental Relations

Using the "Required Readings" section as a point of departure, review the candidate goal statements and the action possibilities for federal, State and local governments and rank each in terms of their application in the area of intergovernmental relations.

Write a brief paper and be prepared to discuss and defend significant findings during the next scheduled seminar session.

Session 4. Priorities and Pressures Towards Hazard Mitigation: Impact on Intergovernmental Relations

Readings: Petak and Atkisson: Chapter 10: Public Policy Alternatives (Federal, State and local governments. Options for private sector entities.)

Rossi, Wright, Chapter 5: Popular Assessments
Weber-Burdin:

Chapter 6: Elite Appraisals of the NFIP

Chapter 7: Patterns of Interest and Power

Chapter 8: Patterns of Group Activity and Power

Assignment: Elite Behavior: Impact on Intergovernmental Relations Policy

Using the "Required Readings" section as a point of departure, read assigned chapters in Petak and Atkisson (and Rossi, et al.

Write a brief paper on how "elite" behavior may impact: (1) the goal statements; and, (2) the action possibilities addressed by Petak and Atkisson.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 5: Intergovernmental Relations and Integrated Emergency Management

Readings:	(All):	Integrated Emergency Management: FEMA Explains New Program
General Accounting Office:	(All):	Improved Administration of Federal Public Disaster Assistance Can Reduce Costs and Increase Effectiveness
General Accounting Office:	(All):	State Can be Better Prepared to Respond to Disaster.
General Accounting Office:	(All):	Areas Around Nuclear Facilities Should be Better Prepared for Radiological Emergencies

Assignment: The Integrated Emergency Management System (IEMS) Concept

Using both the "Required Readings" and the "Intergovernmental Relations and Emergency Management" bibliography as a point of departure, write a brief paper that addresses: (1) What the Federal Emergency Management Agency (FEMA) means by the IEMS concept?; and, (2) How the technique of integrated management can be used to respond to the General Accounting Office (GAO)?

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 6: Case Studies on Intergovernmental Relations

- Readings: Petak & Atkisson: Chapter 10: Public Policy Alternatives (Federal, State and local governments. Options for private sector entities.)
- Rubin: (All): Cases on Communities Recovering from Natural Disasters
- Wortley & Torkelson: (All): Managing the Toxic Waste Problem: Lessons from Love Canal
- Recommended Readings: Turner: The Organizational and Interorganizational Development of Disasters

Assignment: Case Study Analysis

Using the "Required and Recommended Readings" and the "Intergovernmental Relations and Emergency Management" bibliography as point(s) of departure, select a case study from either the above source(s) or another source.

Review the case study with respect to the policy alternatives and outcomes addressed in Petak and Atkisson (Chapter 10).

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 7: Research Paper

Activity:

Discussion of Intergovernmental Relations and Emergency Management case studies.

Discussion of research papers for presentation and defense at the final seminar session.

Session 8:

Activity:

Presentation and defense of final research paper.

INTERGOVERNMENTAL RELATIONS AND EMERGENCY MANAGEMENT

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PLANNING AND EMERGENCY MANAGEMENT

COURSE OUTLINE

Required Texts:

- (1) Disaster Planning: The Preservation of Life and Property. Harold D. Foster, Springer - Verlag, New York, 1980.
- (2) Natural Hazards and Public Choice: The State and Local Politics of Hazard Mitigation. Peter Rossi, James Wright and Eleanor Weber-Burdin, Academic Press, New York, 1982.
- (3) Geological Hazards, Resources and Environmental Planning. Gary Griggs and John A. Gilchrist, Second Edition, Wadsworth Publishing Co., 1983.
- (4) Reconstruction Following Disaster. J. Eugene Haas, Robert Kates, Martyn Bowden, University of Colorado (IBS #6), Boulder, CO, 1977.
- (5) Land Use Management and Regulation in Hazardous Areas. Earl J. Baker and Joe Gordon McPhee, University of Colorado (IBS #6), Boulder CO, 1975.
- (6) General Accounting Office. "National Flood Insurance; Marginal Impact on Flood Plain Development." Washington, D.C., 1980.

Recommended Readings:

- (1) "Jackson Flood 1979: Public Policy Disaster," Rutherford H. Platt, American Planning Association Journal, (Spring 1982), pp. 219-231.
- (2) "How Prepared is Your Community for its Next Emergency: A Manager's Checklist," Local Government Emergency Management: A Practitioner's Workbook. Handbook Series No.3, International City Management Association and the Federal Emergency Management Agency, 1980.
- (3) "Coping with Floods: The Land Use Management Paradox" Journal of American Planning Association. R. J. Burby and S. P. French, (July 1981).
- (4) "What an Emergency Plan Should Cover: The Key Planning Issues." Atlantic Richfield Co., Los Angeles, CA, A. Prud'Homme, 1982.
- (5) Interorganizational Coordination. David Rogers, Iowa State University, Ames, IA, 1982.
- (6) A Primer for Preparedness for Acute Chemical Emergencies. Kathleen J. Tierney, Disaster Research Center, Ohio State University, Columbus, OH, 1980.

- (7) Seismic Hazards and Land-Use Planning, D. R. Nichols and J. M. Buchanan-Banks, Geological Survey Circular 690, 1980.
- (8) Natural Hazard Risk Assessment and Public Policy: Anticipating the Unexpected. W. J. Petak and A. A. Atkisson, Springer - Verlag, New York, 1982.
- (9) Disaster Planning for Local Government. Roger E. Herman, Universe Books, New York, 1982
- (10) "Coping with Floods: The Land Use Management Paradox". Journal of The American Planning Association, (July 1981).

PLANNING AND EMERGENCY MANAGEMENT

Introduction:

This course is designed for graduate-level study leading towards a masters degree in public administration (MPA). Although designed for graduate-level study, this material can be modified to complement undergraduate programs in public administration.

The purpose of this course is to provide an understanding of how the planning process, both administrative and land use planning, can be used to help government prepare and respond to natural and technological disasters.

The required and recommended readings focus on providing an understanding of:

1. The stages of planning for disaster mitigation, preparedness and response.
2. The importance of land-use planning in communities.
3. Case studies.

Objectives:

Public management that is highly responsive to emergencies can save lives and property. The importance of a proper planning program and control over land-use planning will aid communities in receiving disaster relief and in marshalling resources for reconstruction. Administrative planning can also avoid jurisdictional "turf wars" between agencies during disasters.

This course is designed as a graduate level seminar. Material will be presented on determining relevant planning strategies in emergency management. Also, material on prevention, warning, evacuation, rescue and recovery planning will be covered. The planning function is part of an integrated emergency response system involving other agencies and management systems in dealing with disasters.

Format:

This course can be used separately or as a part of a series of classes with appropriate modification.

Nine intensive seminar sessions of two-to-four hours' duration comprise this course.

A comprehensive bibliography citing relevant literature which addresses major policy issues in emergency management is provided to assist seminar participants in the development of written assignments. Also, the bibliography provides a basic point of departure for further research on emergency management policy issues or specific planning decisions. The on-going identification and assessment

of new literature is encouraged.

Prior to each seminar session, participants are required to complete all assigned readings. Additionally, participants are expected to prepare a two-to-five page summary of the assigned readings which either the individual or the instructor selects from the relevant bibliography. These papers are to be duplicated and disseminated to both seminar participants and the instructor. Each participant is expected to present an overview of relevant findings and be prepared to defend salient points addressed.

In addition to the above requirement(s), each seminar member is required to develop a ten-to-twenty page comprehensive research paper on either an emerging planning issue or a specific planning decision (such as the location of hazardous material storage facilities). The specific focus of the research paper will be determined by the instructor. The paper is to be analytical and not solely narrative or speculative. As a minimum, the final research paper should:

1. Contain a clear problem statement;
2. Identify key actors (e.g. proponents and opponents) and their positions;
3. Provide an outline of the alternatives and consequences of the planning decisions;
4. Contain an assessment of decisions made; and,
5. Critically assess the degree of success in implementing the planning issue or decision.

After initial lectures, the instructor serves primarily as a discussion leader and resource person. Depending on appropriateness and availability of resources, films, guest speakers, simulations, case studies and field trips may be used to complement instruction.

Evaluation:

Performance evaluation of seminar participants shall be based on the quality of: (a) written assignments; (b) weekly presentation summarizing reviews of selected or assigned literature; and (c) the comprehensive research paper and its defense during the final seminar session.

Evaluation criteria for assessing written assignments include: (a) the quality of research design; (b) writing; (c) organization; and (d) presentation/defense of research papers.

A final factor used in assessing performance is the quality of each person's participation in seminar discussions.

Course Content:

Session 1. Introduction and Comprehensive Planning

Readings: Foster:	Chapter 1: Introduction
	Chapter 2: Risk and Comprehensive Planning
Griggs and Gilchrist:	Chapter 1: Preliminary Concepts in Planning
Rossi, Wright and Weber-Burdin:	Chapter 1: Policy, Politics and Natural Hazards
	Chapter 3: How Important are Natural Hazards Problems to State and Community Elites?
	Chapter 4: Elite Support Levels for Federal Disaster Policy Alternatives

Film: Countdown to Disaster

Assignment: From bibliography on Planning and Emergency Management select a reading assignment and prepare a presentation to seminar participants. Papers should meet requirements stated above in the format section.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 2. Risk Assessment and Predicting and Preventing Disaster

Readings: Foster	Chapter 3: Development and Spatial Distribution of Risk
	Chapter 4: Safety by Design
	Chapter 5: Predicting and Preventing Disaster
Griggs and Gilchrist:	Chapter 2: Geologic Hazards Planning and Cases
	Chapter 3: Seismic and Volcanic Cases and Planning

Film: Role of the National Emergency Training Center

Assignment: Make a second selection from the planning bibliography and focus on a policy issue related to planning. Again, papers should cover the five required elements stated above.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 3. Disaster Warning Systems, Preparedness Planning and Public Assessment

Readings: Foster: Chapter 6: Warning Systems

Rossi, Wright and Weber-Burdin Chapter 5: Popular Assessments of Hazards

Chapter 6: Elite Appraisals of NFIP

Chapter 7: Patterns of Interest and Power in Nonstructural Hazard-Mitigation Politics in Local Communities

Assignment: Select a community emergency response plan and critique its content, options, application, prospects for successful use of standard operating procedures, and degree of public support and awareness.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 4. Geological Considerations in Planning and Emergencies

Readings: Griggs and Gilchrist: Chapter 4: External Hazards Soils

Chapter 5: Landslides and Mass Movements

Chapter 6: Subsidence and Collapse

Chapter 7: Coastal Processes

Chapter 8: Surface Hydrology and Flooding

Assignment: Using references from bibliography or from technical studies examine in a short paper what preparations the selected community has made to deal with geologic hazards (such as a seismic safety element in a comprehensive plan).

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 5. Emergency Plans as Operating Instruments and Legal Concerns

Readings: Foster

Chapter 7: Disaster Plans

**Griggs and Gilchrist: Chapter 13: Environmental Planning
(methods of land use control)**

Chapter 14: Environmental Law and Impact Analysis (property rights and land use law, inverse condemnation and local government liability)

**Rossi, Wright and
Weber-Burdin:**

Chapter 8: Hazard Mitigation Legislation

Assignment: Review litigation against government entities with reference to court decisions on land use matters in connection with an emergency or a disaster. To what extent can government be held liable for damages as a result of a disaster? Also, can government prohibit land use development in areas of inverse condemnation? Respond to these questions using legal cases or legislation. You may also want to explore the personal liability of government officials (city managers, etc.) with reference to personal property losses by citizens arguing the government was not adequately prepared or should not have developed land subject to hazards.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 6. Planning and Technological Hazards: Nuclear and Chemical Emergencies

**Readings: Griggs and Gilchrist: Chapter 9: Groundwater Contamination
Chapter 10: Waste Treatment and Disposal Planning
Chapter 11: Mineral Resource Planning and Regulation
Chapter 12: Nuclear, Coal, Petroleum and Other Energy Resources**

Film: The Killing Ground (documentary)

Recommended: General Accounting Office: Areas Around Nuclear Facilities Should Be Prepared for Radiological Emergencies

Assignment: Write a paper using sources in the bibliography or other technical reports and review how government or community land use plans deal with technological hazards.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 7. Land Use Planning and Technological Emergencies

Readings: Baker and M^CPhee: All: Land Use Management and Regulation in Hazardous Areas

Recommended: Tierney: Primer for Preparedness for Acute Chemical Emergencies

Film: Love Canal (Hooker Chemical Co.) Case and FEMA

Assignment: Review cases or case litigation on chemical spills or other technological emergencies using the five points of content mentioned in the format section of the outline.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 8. Reconstruction Following Disaster and Planning Implications

Readings: Haas, Kates and Bowden: Chapter 2: Reconstruction (issues, recovery, alternatives)

Foster: Chapter 8: Construction and Reconstruction

Rubin: All: Case Studies of Communities Recovering from Disasters

Recommended: General Accounting Office: Federal Disaster Assistance: What Should the Policy Be?

Assignment: Prepare for presentation of overall course research paper.

Be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 9.

Assignment:

Activity: Presentation of final course research papers and review of findings.

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PUBLIC MANAGEMENT, FINANCE AND LIABILITY ISSUES IN EMERGENCY MANAGEMENT

COURSE OUTLINE

Required Texts:

- (1) Natural Hazards and Public Choice: The State and Local Politics of Hazard Mitigation. Peter Rossi, James Wright, Eleanor Weber-Burdin, Academic Press, New York, 1982.
- (2) Natural Hazard Risk Assessment and Public Policy: Anticipating The Unexpected. William Petak and Arthur Atkisson, Springer-Verlag, New York.
- (3) Reconstruction Following Disaster. Eugene Haas, Robert Kates, Martyn Bowden, University of Colorado (IBS #6), Boulder, CO, 1977.
- (4) General Accounting Office, "National Flood Insurance," (GAO/RCED-82-105), August, 1980.
- (5) General Accounting Office, "National Flood Insurance," (GAO/RCED-83-53), January, 1983.
- (6) General Accounting Office, "Improved Administration of Federal Public Disaster Assistance Can Reduce Costs and Increase Effectiveness," 1982.
- (7) Economics of Natural Disasters: Implications for Federal Policy. Douglas Dacy and Howard Kunreuther, Free Press, New York, 1979.
- (8) Will Local Government Be Liable for Earthquake Losses? Berkeley, CA, Association of Bay Area Governments, 1979.

Recommended Readings:

- (1) American Land Planning Law: Cases and Materials. N. Williams, 1979.
- (2) Disaster Planning for Local Government. Roger E. Herman, Universe Books, New York, 1982.
- (3) Geological Hazards, Resources and Environmental Planning. Gary Griggs and John Gilchrist, Wadsworth Publishing Co., 1983.
- (4) Conquering Disaster. Thomas Drabek and William Key, 1984.
- (5) Organizations and Environments. Howard Aldrich, Prentice Hall, New York, 1979.
- (6) Alternatives to Regulation: Managing Risks to Health, Safety and the Environment. Michael Baram, Lexington Books, Lexington, MA, 1981.

- (7) Environment, Pitfalls of Hazard Management." Thomas Bick and Roger Kasperson, 1978.
- (8) "Patterns of Interorganizational Relationships." Richard Hall, et al., Administrative Science Quarterly, 22 (Sept. 1977), pp. 457-474.
- (9) Disaster Insurance Protection. Howard Kunreuther, et. al., Wiley - Interscience, New York, 1978.
- (10) "Disaster Planning: Small and Large." E. L. Quarantelli, Disaster Research Center, Ohio State University, Columbus, OH, 1981.
- (11) "Managing the Recovery from a Natural Disaster." Claire Rubin, Washington, D.C.: Management Information Service Report, Vol. 14, No. 2, International City Management Association, (Feb. 1982).
- (12) A Primer for Preparedness for Acute Chemical Emergencies, K.J. Tierney, Disaster Research Center, Ohio State University, Columbus, OH.

PUBLIC MANAGEMENT, FINANCE AND LIABILITY ISSUES IN EMERGENCY MANAGEMENT

Introduction:

This course is designed for graduate-level study leading towards a masters degree in public administration (MPA). Although designed for graduate-level study, this course can be modified as appropriate to complement undergraduate programs in public administration.

Intended as a course designed to provide an understanding of financial and liability issues in emergency management, the purpose of this course is to provide a point of departure for understanding the issues and policy decisions that are associated with major natural and technological disasters.

As a graduate-level course, an appropriately thorough examination of research relevant to financial and liability management strategies in emergency management is expected.

The required and recommended readings are intended to provide an understanding of:

1. Key elements in financial management;
2. Legal issues and liability consequences of decisions and policies;
3. Case studies on litigation involving emergency management; and,
4. Understanding financial management and cost recovery in disasters.

Objectives:

The primary course objectives are to (1) identify the key managerial strategies used successfully by emergency managers to maintain agency integrity and improve preparedness; (2) examine the similarities and differences in strategies used by emergency managers in urban and rural areas; (3) review the communication, cooperation and coordination mechanisms used among agencies; (4) compare strategies that are found to be most successful; (5) examine the legal consequences of disasters; (6) assess the economic outcome of disaster-impacted communities; and, (7) analyze selected case studies which illustrate the key concepts and effective strategies. Knowledge of the above would improve the administrative response by governments during emergencies and reduce the subsequent loss of life and property.

Format:

This course can be used separately or as a part of a series of classes with appropriate modification.

Ten intensive seminar sessions of two-to-four hours' duration comprise this course.

A comprehensive bibliography citing relevant literature which addresses major policy issues and decisions surrounding intergovernmental relations and emergency management is provided to assist seminar participants in the development of written assignments. Also, the bibliography provides a basic point of departure for further research on emerging intergovernmental relations policy issues or specific policy decisions. The on-going identification and assessment of new literature is encouraged.

Prior to each seminar session, participants are required to complete all assigned readings. Additionally, participants are required to prepare a two-to-five page summary of the assigned readings which either the individual or the instructor selects from the relevant bibliography. These papers are to be duplicated and disseminated to both seminar participants and the instructor. Each participant is expected to present an overview of relevant findings and be prepared to defend salient points addressed.

In addition to the above requirements, each seminar member is required to develop a fifteen-to-twenty page comprehensive research paper on either an emerging policy issue or a specific policy decision. The specific focus of the research paper will be determined by the instructor. The paper is to be analytical and not solely narrative or speculative. As a minimum, the final research paper should:

1. Contain a clear problem statement;
2. Identify key actors (e.g. proponents and opponents) and their positions;
3. Provide an outline of the alternatives and consequences of the policy issue/decision;
4. Contain an assessment of decisions made; and,
5. Assess critically the degree of success in implementing the policy issue or decision.

After initial lectures, the instructor serves primarily as a discussion leader and resource person. Depending on appropriateness and availability of resources, films, guest speakers, simulations, case studies and field trips may be used to complement instruction.

Evaluation:

Performance evaluation of seminar participants shall be based on the quality of (a) written assignments; (b) weekly presentations summarizing reviews of

selected or assigned literature; and, (c) the comprehensive research paper and its defense during the final seminar session.

Evaluation criteria for assessing written assignments include (a) the quality of research design; (b) writing; (c) organization; and, (d) presentation/defense of research papers. A final factor used in assessing performance is the quality of each person's participation in seminar discussions.

Course Content

Session 1. Introduction of Public Management and Emergency Management

Readings: Rossi, et al.:	Chapter 1:	Policy, Politics and Natural Hazards
	Chapter 2:	The Study Design
Petak and Atkisson:	Chapter 1:	Anticipating the Unexpected and Public Policy Problems
	Chapter 2:	Natural Hazards Characteristics and Mitigation

Film: Countdown to Disaster

Assignment: Using the bibliography provided or other recommended readings, describe the various approaches the authors you select have taken in describing emergency management policy or identify a major policy issue in emergency management using the bibliography as a point of departure. In examining these issues discuss (1) history of the issue; (2) who is affected; (3) what existing policy is relevant and what alternatives are taken; and (4) what tradeoffs are reflected in the policies made and what assumptions about the premises are made, such as what is the "proper role of government."

Write a brief paper and be prepared to defend and discuss significant findings at the next scheduled seminar session.

Session 2. Setting Priorities, Perceptions and Approaches to Emergency Management

Readings: Rossi, et al.:	Chapter 3:	How Important are Hazard Problems
	Chapter 4:	Elite Support Levels for Federal Disaster Policy Alternatives

Petak and Atkisson: Chapter 3: Public Policy Approaches
to Management of Hazards

General Accounting Office: "Federal Disaster Assistance:
What Should the Policy Be?"

Film: The National Emergency Training Center

Assignment: Select an emergency plan that exists in your community or another community and describe its format, content, alternatives and management strategies. How successful do you think its management strategies are and how is it integrated with other levels of government?

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 3. Risk Assessment and Public Reaction

Readings: Rossi, et al.: Chapter 5: Popular Assessments of
Hazard Policy: The Case
of California's Nine Communities

Petak and Atkisson: Chapter 4: Methodologies for Hazard
Analysis

Haas, Kates and
Bowen: Chapter 2: Policy Issues Influencing
Reconstruction

Film: The Case of Love Canal and FEMA

Assignment: Review the literature and write a paper on what the public reaction is to planning for emergencies, responding to emergencies and opinions about emergency plans.

Be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 4. Economic Considerations in Emergency Management

Readings: Rossi, et al.: Chapter 6: Elite Appraisal of the
National Flood Insurance
Act of 1968. (State vs.
Local Interests)

Petak and Atkisson: Chapter 5: Hazard Exposure and Loss Analysis--Cost Escalations in Catastrophic Losses

Chapter 6: Hazard Mitigation Costs and Impacts (Loss Reduction Analysis, Cost Analysis, Economic Payoffs)

General Accounting Office: "National Flood Insurance, 1982"

General Accounting Office: "National Flood Insurance, 1983"

General Accounting Office: "Improved Administration of Federal Public Disaster Assistance Can Reduce Costs and Increase Effectiveness, 1982"

Assignment: Option 1: Write a paper outlining the costs of emergency management or loss analysis and describe the methodology of arriving at your calculations.

Option 2: Review the operations of the Federal Insurance Administration (National Flood Insurance Act of 1968) and the economic impact it has on communities experiencing an emergency. One of the issues you may want to address is should an entire county or region be declared a disaster area because one part of it suffers some type of loss? What implications does this have on the federal and state governments? What impact does this have on the future of federal matching funds or state-local contribution for sharing the costs of reconstruction?

Be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 5. Economics of Disaster and Cost Recovery

Readings: Dacy and Kunreuther: Economics of Natural Disasters: Implications for Federal Policy

Petak and Atkisson: Chapter 7: Catastrophic Hazard Occurrences

Film: The Killing Ground

Assignment: With the assistance of your instructor, review the cost consequences of a major disaster and apply the use of national flood insurance as an example. Describe how the program works, and how it could be improved.

Session 6. Interest Groups Impact on Management and State-Local Legislative Policies

Readings: Rossi, et al.: Chapter 7: Patterns of Interest and Power in Nonstructural Hazard Mitigation Politics in Local Communities
Chapter 8: Patterns of Group Activity and Power in State Hazard Mitigation Legislation

Petak and Atkisson: Chapter 8: Policy Makers, Stakeholders, and Candidate Policy Problems

Assignment: Identify the key interest groups in your community that have been, or are likely to be key participants(s) in policy making in emergency management or responders to emergencies that may take place in your community. You may wish to select a community emergency response plan and review it along with whom the key participants were in its development and application.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 7. Legal Aspects of Emergency Management and Constraints in Management Policy

Readings: Petak and Atkisson: Chapter 9: Constraints on Public Management

Margerum: All: Will Local Government Be Liable for Earthquake Losses?

Recommended: Griggs and
Gilchrist:

Chapter 14: Environmental Law and
Impact Analysis

Williams:

American Planning Law

Assignment: Review case litigation (and cost consequences if available) of government entities and individual policy makers impacted by lawsuits over the handling of an emergency. You may want to use a case format for presentation of the title and citation and year, facts or background, legal questions(s), court decision or holding, opinion of the court and summary comment. Select at least four cases. Be prepared to discuss the policy consequences during the presentation.

Session 8. Management Alternatives and Policy Alternatives

Readings: Petak and Atkisson: Chapter 10: Policy Alternatives

Assignment: Dividing the members in the seminar, each two or group select a case or review a policy alternative at the (1) federal, (2) state, (3) local government, or (4) private sector as to handling of emergencies and options.

Be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 9. Reconstruction Management

Readings: Haas, Kates and
Bowen:

Chapter 1: The Pace of Reconstruction
Chapter 2: Issues in Reconstruction
Chapter 3: Re-establishing Homes and
Jobs
Chapter 5: Alternatives
Chapter 6: Summary and Recommendations

Assignment: Prepare for presentation of final research paper.

Session 10.

Assignment:

Activity:

Presentation of final research papers with findings.

PUBLIC MANAGEMENT, FINANCE AND LIABILITY ISSUES IN EMERGENCY MANAGEMENT

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